

Gender Equity in Pay Task Force
Meeting 2 – September 13, 2013

Present

Co-chairs - Patricia Hayden and Julie Nelson

Taskforce members or designees - Sutapa Basu, Lulu Carpenter, Louise Chernin, Janet Chung, Rebecca Hansen, Mitchell Hunter, Jaron Reed, Barbara Reskin, Kia Sanger, Julia Sterkovsky, Marilyn Watkins

Staff/ guests - Karina Bull, Monica Ghosh, Nancy Locke, David Stuart, Pam Tokunaga, Christa Valles, Jessica Wang

Absent

Jean Godden, Lynn Lindsay, Guadalupe Perez, Bernardo Ruiz, Liz Vivian

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1. Welcome

Patricia welcomed members and guests to the meeting.

2. Logistics

Julie shared that the packet has the updated task force work plan and meeting schedule. The selected meeting dates worked best for most people and there was an effort to make sure that nobody missed a lot of meetings. Today, Liz, Bernardo, Lynn and Guadalupe are not able to attend the meeting. All meetings will be at the YWCA.

For more information about the meetings, please see the Task Force Web site with background material, member bios, the work plan, notes from the last meeting and this packet of information. We are doing best to be transparent for the community and for task members to track and be aware of our work. <http://www.seattle.gov/civilrights/gender.htm>

3. Review of Key Personnel Policies

[Presented by David Stuart after the Family Friendly report]

David Stewart, City Personnel Director, provided paper copies of the Seattle Municipal Code and City Personnel Rules regarding hiring, salary and benefit programs (this information is also available on-line). David discussed the legal requirements and answered task force questions.

- SMC Title 4 Personnel – There is authorization in City Law for job classifications to be set by legislative action. Each quarter the job classifications are updated. There is some flexibility, but it is not fully discretionary when the City sets individual salaries. Discretionary pay positions is the only place where there is discretion in setting initial salary.
- SMC 4.20.090 Payment for employees working less than full-time – Part-time employees get paid hourly, but the benefit threshold is the same as for a full-time employee. There is no proration of benefits other than leave accumulation. Part-time employees pay the same health co-payments. The minimum number of hours to qualify for benefits is 20 hours per week (based on 80 hours per month threshold).

- SMC 4.20.300 Out of class opportunities – There are rules around how out of class opportunities are assigned and paid. Out of class is used routinely to cover work load during vacancies and hiring processes, as well as to cover extended absences.
- Job sharing - Both people in the job would be eligible for benefits. This practice doubles the cost of benefits, and despite the cost, does occasionally take place.
- Strategic Advisors - There is a wide range of pay. Strategic Advisors are high-level subject matter experts. The different levels in pay indicate project leading, supervisory requirement and level of subject matter level expertise.
- Setting pay in discretionary positions - Negotiation of salary is involved.
- Hiring a contractor versus a direct hire - The City is a modified civil service organization and hires contractors for special skills or projects (e.g. information technology staff that has expertise that we do not have). In highly unionized departments, hiring a contractor might be an unfair labor practice. If a department has budgeted costs for staff positions and hires a contractor, then the next budget cycle, the department may not get the money for the position. When hiring contractors, each department has a Women and Minority-owned Business Enterprise (WMBE) goal. Each department has to report once or twice a year on WMBE utilization.
- Personnel Rules – The City has some flexibility with rules because they do not have to be changed via legislative action. That said, the City has 26 collective bargaining agreements (CBAs) that cover 4,500 of 10,000 employees. If we change a rule, we often must negotiate the impact of those changes on the CBAs.
- Classifications – A person's time in a classification determines seniority. When layoffs occur, they are based on seniority. Employees lose seniority as they move to different classifications. David expressed that it is one of his projects to change this procedure. If an employee works in job and stays there for a long time, the employee has seniority. If a new supervisor promotes the employee, then he/she loses all seniority and moves to the top of the lay-off list in the new position – although benefits and retirement credit do not change.
- Rule 3.1.4 Step progression – Steps are assigned based on tenure in the position. There are procedures that permit exceptions to start initial salaries at a higher step. When an employee is on part-time status or unpaid leave, step progression, seniority and retirement credit are based on hours worked. During unpaid leave, time stops counting until a person comes back to work. If an employee is using unpaid FMLA for parental leave, the employee is not making a contribution. Only paid time counts as if the employee is working. For overtime hours, employees do not accrue extra credit because those hours are outside the work week. There is extra work contribution for retirement, but not for step increases.
 - Barbara stated that she could not see from the Personnel data where a person was in the step progression.
 - A Task Force member stated that if the City really had a family friendly policy, then employees would not be penalized for unpaid leave for FMLA. The task force member pointed out that employees are not making a contribution to work when they are on vacation, even though vacation is paid, yet they still accrue retirement credit and seniority.
- Reallocations and Reclassifications – These are two different methods of moving a position into a different classification. With reclassifications, seniority is maintained; with reallocations, seniority is not maintained.
 - Julie pointed out that in seniority based positions, employees that are laid off have fewer years. She shared that for predominately male positions where women have

more recently entered the classification, women would be more likely to be laid off first. She stated that there might be alternative methods of determining layoff orders that would be less likely to harm women. A policy change recommendation is something the task force might consider.

- Rule 3.2.1 Definitions – Rule definitions address pay for discretionary classes and how to determine salary pay increase. Band increases are legislated. We don't get to do that too often unless there is a cost of living adjustment.
- Selection criteria – The City has to do certain things for selection. For the first ten days that a job announcement is posted, it is restricted to internal candidates.
- Alternative work weeks – The City permits flexibility in the time keeping system and flexible work weeks. There is nothing that prevents flexibility in work weeks other than business needs. It is hit or miss whether there is encouragement from Personnel or department about telecommuting and alternate work weeks. Departments let employees know about these options, but departments have ultimate authority to decide if flexibility meets their business needs. The Department of Labor has looked at safety violations and reporting violations for telecommuting (e.g. working during normal biz hours and unreported overtime). If an employee is exempt, the reporting would not matter. There is a separate committee working on training for supervisor and management about workplace flexibility and other matters. The training will be more complex. For example, setting expectations is of key importance and goes a long way toward the perceived problems that might exist for telecommuting. In a "results-only work week," the manager sets objectives and expectations and does not care how it gets done. The City can't get to this exact kind of practice because we are civil service and the model does not work, but we can get as close as possible. Some of the procedures for flexibility don't fit the current work model and we are looking to make adjustments.
- Recruitment – The City's hiring has traditionally been geared for the active job seeker, word of mouth and the "normal" advertising methods. This practice does not necessarily serve our diversity and skill needs. We are in the process of changing this practice to chasing and cold-calling passive job seekers. These people are not seeking a job, but are doing the work that we are looking for. We are using social media. Some jobs require print in newspapers, but there are millions of subscribers to Linked-in and Glass Door. For example, if we post a job on Linked-in, the spread is enormous. I-200 prevents us from doing objective-based, quota hiring.
- Retirement - 44.6% of City work force is eligible to retire in two years. 4,500 out of 10,000 employees can retire. 45-60 people a month currently retire from the City. That amounts to 720 employees a year who retire, or approximately 7% per year. There has not been a lot of planning effort on how to fill these positions. COBRA benefits can be \$2300 per month. The implementation of the Affordable Care Act may impact retirement numbers. The new generation is less interested in staying in the same job for 20 and 30 years. Workplace recommendations need to take this new approach to jobs into consideration. The boomer generation is staying in the workplace and the generations behind are not moving up. Generation Y is going to leap frog Generation X because of the skill gap. For example, compare text skills between Generation X and Generation Y.

4. Report from Committees

a. Family Friendly

Marilyn Watkins shared that the subgroup had reviewed City Personnel Policies, identified issues that seemed particularly important for gender equity and brainstormed policies and

solutions. Some recommendations have quick turnaround with executive action; others have budget implications and would require formal change.

Recommendations include:

- Increased information - Providing packets of information on full range of benefits for employees and prospective employees.
- Employee advocate - Providing an employee/gender equity advocate in Personnel or SOCR that looks out for gender equity issues in hiring and benefits
- Training and coaching for management - Developing and institutionalizing training, coaching and accountability for supervisors regarding benefits
- Parental Leave with pay - Providing paid parental leave
- Parental Leave with benefits - Providing health benefits for duration of parental leave. Demographic analysis could be helpful.
- City Support for state-wide legislation - Supporting state legislation to fund and implement Family and Medical Leave Insurance. The City had previously supported proposals for funded leave in 2005 and 2007. In the past year, when there was legislation that would have gotten that program going, the City declined to support it. It was a City-neutral position rather than opposing the legislation.
- Support for childcare - Developing support for employee childcare. The City offers Flexible Spending Accounts (FSAs) for childcare, but information could be better distributed to help parents know about this option.
- Modification of step progression for part-time employees - Considering years of service rather than hours worked for step increases for part-time employees (often women) who are disadvantaged by the current system of step advancement. Information about part-time employees (e.g. number of part-time employees, gender, years of service, step placement) would inform the need for this kind of policy change.

b. Job Analysis Scoring

Barbara Reskin, Janet Chung and Julia Sterkovsky presented findings and recommendations from the Job Analysis committee.

- Men and Women are highly segregated into different jobs at the City - Barbara stated that segregation allows people to be treated differently and justifies it. There are approximately 1,000 job titles in the City. If there were 10 people in each title and these titles were integrated, then there would be five women and five men in each job title. Currently, the City needs 60% movement for integration. This is the index of segregation.
- Cause of pay gap – the more female the job, the lower the average pay - Almost half of women at City work in jobs that are female dominated. Predominately female jobs in the City pay less than predominately male jobs. This is absolutely clear. The worker's sex in a job does not matter; what matters is the sex composition of an employee's job. Men and women on average are virtually identical in the amount of experience (i.e. job tenure). The main reason for the pay gap is job segregation.
 - Barbara shared that she did not have time to look at race, but was sure that it matters. The committee will look before the next task force meeting.
- Follow-up research questions
 - Why are women concentrated in predominately female women's jobs?
 - Why are jobs that are predominately female being paid less?

- Common answers
 - Initial Job Assignments

When employees come to the City are they immediately assigned to positions that are predominately their gender? Review the pay levels. Make sure that the assignment is not based on sex. Alter recruitment.
 - Social Networks

Since people are recruited by “who knows who” and informal networks, there is duplication of current work force. To what extent are jobs filled by recommendations by current employees? Implement survey to find out how new employees learned about their job (e.g. internal or external announcement?). Look to minimize informal networks. We want to minimize incidents of people recommending people that look like them for jobs. We are looking at ways that recruitment happens broadly.
 - Men are more likely to be promoted

Are men more likely to be promoted in the City? A cohort analysis would compare promotion rates and advancements. Do the predominately male and female jobs have a career ladder? How often is the ladder climbed? Does it differ if employees are in a predominately male or female job?

 - David commented that there are gaps in the ladder for each job title. For the professional classes, to go up the ladder, employees need managerial experience. Currently, 47% labor force in Seattle is female, but only 37% of workers at City of Seattle are female. Therefore women are under-represented at the City.
 - During budget cuts, women proportionally lost more jobs than men. Women are more unrepresented now than in the past by 2% points. Predominantly cut positions were administrative. A number of positions went from full to part-time, including in the Personnel Department
 - A task force member asked what % of women work part-time as compared to men? Barbara did not have that information.
 - David commented that positions in City Light that are male dominated (e.g. high voltage electricians) have been male dominated for 100 years. How do we get women interested and trained in these jobs before they apply? The Fire Department is doing a great job in trying to recruit women. Several years ago, the Fire Department had a pre-hiring training program that went into high schools. The Police Department has not done this. There are 9 men for every woman on the police force.
 - Women choose to work in predominately female jobs

Pursue recruitment. Are women’s jobs devalued? Are the jobs worth less?
- Job Analysis – Figuring out the answer can be determined with a pay analysis. See samples of an average job analysis: Administrative Assistant vs. Maintenance Mechanic. This kind of analysis can be done on a benchmark system and allows for more objective answers to explain the pay gap than market forces which have built-in sexism. If the findings of the job analysis show a pay gap based on sex or race, then make salary adjustments. Since almost all the gap resides in predominately male or female jobs, this information will go a long way. There is definite evidence for occupational segregation.

A pay analysis would be objective. The headquarters for a company that performs this kind of job analysis is in Bellingham and Washington D.C. There are differences of power in the bargaining units that could influence the implementation. If there were objections to pay raises, the message could be this group has been underpaid for 20 years; let's give them a raise.

- City Light - Members discussed that City Light is the highest paid department. In most cities, the light department is not public. In 1973, there was a push to integrate City Light and there were newspaper reports of male City Light workers pulling women off the poles. City Light's budget is rate supported. Many of their utility specific titles are paid more on average than other departments, but are equitable among other light companies (public or private) in the rest of the country.

c. **Women in Leadership**

Mitchell Hunter and Lulu Carpenter presented a verbal overview of the discussion in the leadership subgroup. Mitchell said that he would provide a written summary or notes in the future. Under-representation of women in leadership is common in many departments. Assumptions are there is a lack of opportunities and support for women to move up.

Mitchell discussed female representation on boards and commissions. How are these folks recruited? Is there a checklist? Are there community partners that are in diverse communities? Are recruitment teams for hiring key positions made up of City and non-City staff?

Louise commented that the former Office for Women's Rights was a very powerful office. They issued reports that were central all the time and things were being addressed on a front and center level. When that department was closed and merged with the Human Rights Department to create SOCR, it was very controversial. Women are 50% of the population from grade school to death. A task force to address pay disparity is not enough; there needs to be a full office to address the issue. There is more and more getting put under SOCR, regulations and new laws, without an expansion of staff.

Recommendations include:

- Women's commission – Expand the role of the Women's Commission. There are 50 commissions. Who are the key people in these positions? We need to ensure that the gender lens is brought to commissions. For example, does the transportation commission consult with women's commission? We need to make sure that it is widely known that there are commissions to bridge the gap between policy and the community at large.
- Cohort based coaching - Bernardo Ruiz did an institute for leadership development and it opened doors for looking at who is qualified for moving up.
- Partnership in City Departments – Increase partnerships with City Departments. Ask departments what kinds of skills to they look for in the key positions.
- Fellowship Program - Create a City executive training fellowship program to train leaders and future employees.
- Training - Train men with hiring authority for how women could be a good choice for a position.
- Definitions – Broaden the definition of gender to include transgender.
- WMBE - Consider how LGBT-owned businesses are figured into the WMBE expectations.

- Core Principles - Be culturally competent. Lead for equity, not just train for diversity, Develop strong program that can be packaged and taken beyond the City.

5. Gender Equity in Contracting

Nancy Locke, Purchasing and Contracting Director at the City Department of Finance and Administrative Services (FAS), presented information. FAS awards and sets policies for all City construction contracts, procurement and consultants. Nancy provided two reports: (1) Gender distribution on contract type and (2) Workforce diversity report for workers on construction jobs. She suggested looking at the FAS Web site for more reports and information.

- Gender Distribution on contract type - There is a belief that some women-owned firms are actually husband and wife-owned firms. To become a WMBE, FAS is thoughtful about this issue. Most consultant dollars use the roster and there is significant money (i.e. 20%) going to white-women owned business. We don't track corporations or publically owned companies. If you take independent companies, then white women obtain a significant share of that percentage.
- Workforce Diversity for construction jobs - Our greatest area of concern is labor work force which is the second report. The percentage of women in construction trades is a worrisome priority to address. This happens to be total hours spent by race and gender on all construction projects -- 14% are female hours. What happens to women in the movement from apprenticeship to journey- level? There is speculation is that they get better jobs at the City, but that is speculation. Anecdotaly, WMBE businesses don't necessarily hire WMBE workers. FAS is developing software to consider this issue. There are requirements for contracting with WMBEs, but not for the percentage of women or minority workers within a WMBE.
 - Louise commented that there is a movement for dual designation as LGBT and WMBE business.

6. Criteria for Potential Recommendations

[Tabled for next meeting]

7. Potential Strategies

[See notes from committee reports]

8. Budget Recommendations

Julie Nelson stated that the Mayor will propose the City budget on September 23, 2013 and has asked for any immediate priorities.

Julie clarified that when there was an Office for Women's Rights that was merged with the Human Rights Department, staff was lost. Over the past 7 years, we have made significant progress with the Race and Social Justice Initiative, Paid Sick and Safe Time (which has a huge influence on gender issues), breastfeeding in public, health benefits for transgender city employees, and the jobs assistance ordinance. Staff has been added, although perhaps not enough. Staff was specifically added for implementation of PSST.

Julie suggested the following recommendations:

- Funding finance general for implementation of task force recommendations; and
- Funding for a Strategic Advisor to lead the gender and social justice initiative at SOCR (i.e. women's bureau)

- This approach would give flexibility and opportunity to implement the recommendations. There would be enough money to fund the additional position in Personnel, the study on the job analysis, and potentially other recommendations.
- Julia commented that her subgroup had not performed research into the cost of the job analysis study because it was assumed that City would have a preferred manner of determining the cost.
- David commented that 10 years ago, there was a pilot study for 1400 job titles that cost \$50K. Currently, the same kind of study might be \$100K to 140,000K.
- Jaron asked if graduate students at UW could perform the job analysis work.
- Barbara stated that there needs to be supervision of grad students; they could not do it on their own.
- David stated that since the City uses bona fide classification system, whoever does the study needs to understand the system.